

## Message Text

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ACTION AID-31

INFO OCT-01 NEA-09 ISO-00 H-02 DEAE-00 CIAE-00 INR-07

IO-10 JUSE-00 NSAE-00 SNM-02 SY-05 TRSE-00 USIA-06

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P 021117Z APR 75

FM AMEMBASSY ISLAMABAD

TO SECSTATE WASHDC PRIORITY 9442

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E.O. 11652: N/A

TAGS: SNAR, PK

SUBJECT: SUPPLEMENTARY MATERIAL FOR CONGRESSIONAL  
PRESENTATION

REFERENCES: A. ISLAMABAD 8396, AUGUST 29, 1974

B. ISLAMABAD 1065

C. ISLAMABAD 1066

D. STATE 64638

INTRODUCTION. THIS MESSAGE CONTAINS ADDITIOANAL JUSTIFICATION  
FOR FY 76 BUDGET SUBMISSIONS AND EXPLANATIONS OF PROGRAM  
TO DATE AS REQUESTED IN PARA 3, REF D. BRIEFLY, THE  
BASIC OBJECTIVE OF THE PROGRAM IN PAKISTAN IS THE ELIMINATION  
OF POPPY CULTIVATION THROUGH: (A) DEVELOPMENT OF A  
CREDIBLE NARCOTICS ENFORCEMENT STRUCTURE IN PAKISTAN  
YEARS EARLIER THAN WOULD OTHERWISE BE ECONOMICALLY  
JUSTIFIABLE IN THIS DEVELOPING COUNTRY WHICH HAS NO RPT  
NO SERIOUS DOMESTIC DRUG PROBLEM; AND (B) A COMPREHENSIVE  
DEVELOPMENT PROGRAM IN POPPY GROWING AREAS TO ELIMINATE  
THE ECONOMIC NECESSITY IN THESE AREAS FOR POPPY AS A  
CASH CROP. END INTRUCTION.

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1. EQUIPMENT. THERE IS, IN-COUNTRY OR IN THE PIPELINE,

\$893,000 IN USG SUPPLIED EQUIPMENT UNDER THE NARCOTICS PROGRAM. THIS INCLUDES VEHICLES, COMMUNICATIONS EQUIPMENT, PHOTOGRAPHIC EQUIPMENT, TEST KITS AND RELATED ITEMS TO PARTIALLY EQUIP TWENTY-FIVE FIELD INVESTIGATION UNITS (FIUS) OF THE PAKISTAN NARCOTICS CONTROL BOARD (PNCB). SUBJECT TO PROPER UTILIZATION OF THIS EQUIPMENT, THE MISSION HAS PROGRAMMED ASSISTANCE TO EQUIP AN ADDITIONAL FIFTEEN FIUS AND TO FILL ANY GAPS IN THE EQUIPMENT OF EXISTING FIUS. ADDITIONALLY, AS EFFECTIVE INTERNATIONAL CONTROL OF NARCOTICS TRAFFIC IS DEPENDENT UPON EFFECTIVE COMMUNICATIONS AMONG NATIONAL AND INTERNATIONAL LAW ENFORCEMENT AGENCIES, THE MISSION HAS TENTATIVELY PROGRAMMED ASSISTANCE TO ESTABLISH A TELEX SYSTEM TO TIE THE PNCB INTO LAW ENFORCEMENT COMMUNICATIONS NETWORKS OF NEIGHBORING COUNTRIES AND EUROPE.

2. ALL EQUIPMENT SUPPLIED TO PAKISTAN HAS BEEN EXCLUSIVELY FOR NARCOTICS UNITS. AT USG AND UN URGING AND TO PARTIALLY MEET OBLIGATIONS UNDER THE 1961 SINGLE CONVENTION, PAKISTAN FORMED THE PNCB WHICH HAS DIRECT ACTION RESPONSIBILITY IN NARCOTICS LAW ENFORCEMENT. THE PNCB WILL HAVE ACTION RESPONSIBILITY IN TREATMENT AND REHABILITATION WHEN A PROGRAM AND COMPREHENSIVE LAW IS DEVELOPED. IT HAS THE ASSIGNMENT TO DIRECT OTHER AGENCIES OF THE GOP IN NARCOTICS EDUCATION, LICENSING FOR LEGITIMATE USES AND PRODUCTION. THE EQUIPMENT SUPPLIED BY USG HAS ALL GONE TO THE PNCB TO ESTABLISH CENTRAL, REGIONAL AND TOWN HEADQUARTERS FOR MOBILE FIUS WHICH ARE ALSO EQUIPPED WITH USG SUPPLIED EQUIPMENT, ANY FURTHER FIU EQUIPMENT WILL ALSO BE USED EXCLUSIVELY IN THE PNCB. TELEX COMMUNICATIONS EQUIPMENT, IF PROVIDED, MIGHT BE USED EXCLUSIVELY BY THE PNCB, OR, IF FOUND MORE EFFICIENT DURING FEASIBILITY STUDIES, SHARED BETWEEN PNCB AND THE FEDERAL INVESTIGATION AGENCY WHICH PRESENTLY HAS INTERPOL LIAISON RESPONSIBILITY WITHIN THE GOP.

3. IF THE USG HAD NOT ASSISTED IN EQUIPPING THE PNCB, THAT AGENCY WOULD ALMOST CERTAINLY HAVE REMAINED FOR AT LEAST SOME YEARS TO COME A DISCUSSION GROUP TO SUGGEST DIRECTIONS TO OTHER LAW ENFORCEMENT BODIES WITHIN PAKISTAN. THE EXPRESSED VIEW OF OUR AND OTHER GOVERNMENTS THAT NARCOTICS LIMITED OFFICIAL USE

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CONTROL IS AN INTERNATIONAL PROBLEM AND RESPONSIBILITY CARRIES LIMITED WEIGHT IN THE CONTEXT OF DEVELOPMENT PRIORITIES AND LIMITED RESOURCES OF A DEVELOPING COUNTRY WITH LITTLE DOMESTIC NARCOTICS PROBLEM SUCH AS PAKISTAN. ON THE OTHER HAND, THE PROUD PAKISTANIS ARE HIGHLY EMBARRASSED WHEN THE END RESULTS OF POPPY PRODUCTION ARE BROUGHT TO THEIR ATTENTION, PARTICULARLY FOREIGN PRESS COVERAGE OF SEIZURES OF PAKISTAN OPIUM. THE EMBASSY IS

CONVINCED OF THE PERSONAL COMMITMENT OF PM BHUTTO AND OTHERS IN GOP TO THE TERMINATION OF ILLICIT NARCOTICS TRAFFIC OVER A PERIOD OF TIME, HOWEVER, IT IS DIFFICULT FOR PAKISTAN TO DIVERT MAJOR RESOURCES TO NARCOTICS CONTROL FROM OTHER MORE IMMEDIATE PROBLEMS WITH DIRECT DOMESTIC IMPACT. EXPERIENCE INTERNATIONALLY HAS SHOWN FUTILITY OF ATTEMPTS TO FORBID GROWING OF POPPIES IN INACCESSIBLE AREAS WHEN NO ECONOMIC SUBSTITUTE CASH CROP READILY AVAILABLE. FURTHERMORE, THE POLITICAL SITUATION IN THE POPPY-GROWING FRONTIER AREAS REQUIRES THAT THE GOVERNMENT EXERCISE CARE IN ITS MOVES TOWARDS CHANGE.

4. WHY VEHICLES? IN ORDER TO STIMULATE AN ACTIVITY OF LOW HOST COUNTRY PRIORITY WHERE A SIGNIFICANT FOREIGN EXCHANGE INPUT IS REQUIRED AND FX EARNINGS WOULD HAVE TO BE DIVERTED FROM HIGH PRIORITY REQUIREMENTS, IT MAKES SENSE FOR THE USG TO ASSIST IN PROVIDING THE EQUIPMENT SO NECESSARY TO MEET OBJECTIVES VERY MUCH SOUGHT BY THE UNITED STATES. VEHICLES, THE MAJOR FOREIGN EXCHANGE COST ITEM, ARE AN ESSENTIAL ELEMENT IN ANY EQUIPMENT PACKAGE DUE TO LENGTHY SMUGGLING ROUTES WITHIN PAKISTAN AND THE DIFFICULT ACCESS TO THE MANY DIFFERENT POPPY GROWING REGIONS.

5. PAKISTAN'S COMMITMENT. WITH THE COUNTRY'S OWN PRIORITIES IN MIND, THE GOP HAS MADE A SIGNIFICANT COMMITMENT TO NARCOTICS CONTROL. WITHIN THE PAST 18 MONTHS IT HAS DEVELOPED THE PNCB FROM NOTHING MORE THAN A SKELETON CENTRAL STAFF TO AN ORGANIZATION WITH 50-75 LAW ENFORCEMENT OFFICERS AND A TOTAL STAFF OF 250-300. WITHIN THE NEXT FEW MONTHS, THE PNCB PLANS TO ABSORB ANOTHER 75 OFFICERS SECONDED FROM OTHER LAW ENFORCEMENT AGENCIES IN ORDER TO HAVE ALL TWENTY-FIVE FIUS OPERATIONAL BY LIMITED OFFICIAL USE

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JUNE 30, 1975, JUST ONE AND ONE-HALF YEARS AFTER SIGNING THE PROJECT AGREEMENT TO SET UP THE PROGRAM. BY REVENUE BUDGET AND A SUPPLEMENTARY BUDGET, THE GOP HAS MADE AVAILABLE THE EQUIVALENT OF OVER \$700,000 TO THE PNCB FOR THE CURRENT FISCAL YEAR. WITH AN INTERREGNUM OF FOUR MONTHS OF INEFFECTIVE LEADERSHIP, THE GOP HAS HAD TWO OF ITS TOP POLICE OFFICIALS ASSIGNED AS CHAIRMAN OF THE PNCB.

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6. THEGOP IS CURRENTLY CONTINUING RESEARCH TO IDENTIFY SUITABLE CROPS TO SUBSTITUTE FOR POPPIES. THIS RESEARCH, WHICH IS NECESSARILY LONG RANGE, IS BEING ASSISTED BY A DIRECT HIRE TECHNICIAN FROM THE US DEPARTMENT OF AGRICULTURE. IN ADDITION, THE GOP IS CURRENTLY EMBARKING ON A MAJOR PROGRAM TO UPGRADE ITS GENERAL AGRICULTURE RESEARCH WHICH SHOULD PROVIDE CROPS, VARIETIES AND PRACTICES WHICH WOULD BE USEFUL IN A DEVELOPMENT PROGRAM AIMED AT ELIMINATING POPPY GROWTH. WHEAT AND TOBACCO, FOR EXAMPLE, ARE CURRENTLY COMPETITIVE WITH THE LICENSED GROWTH OF POPPY IN SOME AREAS OF PAKISTAN. REF D REQUESTED QUANTIFICATION OF GOP FUNDS AND STAFF COMMITTED TO CROP SUBSTITUTION BUT THIS INFORMATION IS NOT AVAILABLE TO THE EMBASSY.

7. HOWEVER, WE AGREE WITH THE CONGRESSIONAL CONCLUSION IN REFTEL THAT ONLY GENERAL DEVELOPMENT OF AREAS WILL COMPENSATE FOR, AND LEAD TO, A HALT IN OPIUM PRODUCTION. WE ARE IN THE PROCESS OF FORMING A JOINT COMMITTEE WITH THE GOP WITH THE OBJECTIVE OF DEVELOPING AN OVERALL RURAL DEVELOPMENT PLAN FOR A PILOT AREA (SWABI TEHSIL) WHICH WOULD SUPPORT AND BE TIED TO ELIMINATION OF POPPY PRODUCTION IN THE AREA. THIS PLAN WILL BUILD ON AND SUPPLEMENT THE INTEGRATED RURAL DEVELOPMENT PROGRAM

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(IRDP) OF THE NORTHWEST FRONTIER PROVINCE WHICH WILL

BE EXPANDED TO COVER THE ENTIRE PROVINCE DURING THE NEXT THREE YEARS. THE IRDP IS BASED UPON INVOLVEMENT OF VILLAGERS THEMSELVES IN DECISION MAKING, INCLUDING PROJECT PLANNING AND IMPLEMENTATION, SOMETHING WE BELIEVE IS ESSENTIAL FOR DEVELOPMENT AND POPPY ELIMINATION. AS WE ENVISION IT, THE GOP COMMITMENT TO OUR JOINT DEVELOPMENT PROGRAM WOULD INCLUDE PROVISION OF PART OF THE RESOURCES, PERSONNEL TO MANAGE THE PROGRAM AND A COMMITMENT TO ELIMINATE POPPY PRODUCTION.

8. THE UNFDAC HAS A NARCOTICS RELATED DEVELOPMENT PROJECT IN ANOTHER AREA OF THE POPPY GROWING REGION WHICH MAY RESULT IN UN EXPENDITURE OF \$2.1 MILLION OVER THREE YEARS.  
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